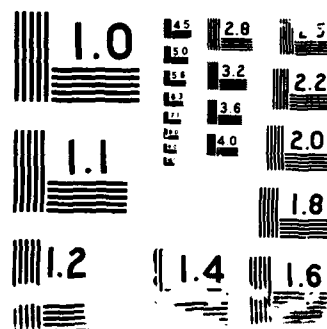


1/1

NL

The image displays a 10x10 grid of 100 small black squares. These squares are arranged in a uniform pattern, covering the majority of the page. This visual representation typically signifies a document that has been fully redacted, where the original content has been obscured by black boxes. The grid is composed of solid black squares, with no visible text or other markings within them.



Unclassified

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO. A115022	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) Leading Civilian Personnel		5. TYPE OF REPORT & PERIOD COVERED Individual Study Project
7. AUTHOR(s) LTC Ralph V. Locurcio		6. PERFORMING ORG. REPORT NUMBER
9. PERFORMING ORGANIZATION NAME AND ADDRESS U.S. Army War College Carlisle Barracks, PA 17013-5050		8. CONTRACT OR GRANT NUMBER(s)
11. CONTROLLING OFFICE NAME AND ADDRESS Same		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		12. REPORT DATE 8 April 1988
		13. NUMBER OF PAGES 69
		15. SECURITY CLASS. (of this report) Unclassified
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report) Approved for public release; distribution is unlimited.		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number)		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) At the senior service level, military officers are frequently assigned to lead organizations staffed predominantly by civilian personnel. Civilian personnel and their organizations have a culture which is different from military training and the organizations where the officer gained experience. Since it can be shown that a leader's style has a major impact on organizational effectiveness, military leaders should receive training in the dynamics of civilian organizations prior to assuming leadership positions. This study surveys the opinions (Cont)		

DD FORM 1 JAN 73 1473

EDITION OF 1 NOV 65 IS OBSOLETE

Unclassified

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

Unclassified

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

of military and civilian students in the USAWC Class of 1988 who have had experience in predominantly civilian organizations where the leader or commander is a military officer. Information on the Characteristics of Military Leaders, Observed Leadership Techniques, Organizational Dynamics, Management Dynamics, and Special Preparation (for leadership) was obtained, analyzed, and presented in this report. A concluding section summarizes the findings and makes recommendations for the appropriate training of military leaders prior to their assumption of command of a predominantly civilian organization.

Unclassified

SECURITY CLASSIFICATION OF THIS PAGE(When Data Entered)

CLASSIFICATION: Unclassified

USAWC MILITARY STUDIES PROGRAM PAPER

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

LEADING CIVILIAN PERSONNEL

An Individual Study Project
Intended for Publication

by

Colonel Ralph V. Locurcio

Dr. Herbert F. Barber
Project Advisor

DISTRIBUTION STATEMENT A: Approved for public release; distribution is unlimited.

U.S. Army War College
Carlisle Barracks, Pennsylvania 17013
8 April 1988

CLASSIFICATION: Unclassified

Accession For	
NTIS GSA&I	<input checked="checked" type="checkbox"/>
DTIC TAB	<input type="checkbox"/>
Unannounced	<input type="checkbox"/>
Justification	
By _____	
Distribution/	
Availability Codes	
Dist	Avail and/or Special
A-1	



ABSTRACT

AUTHOR: Ralph V. Locurcio, COL, EN

TITLE: Leading Civilian Personnel

FORMAT: Individual Study Intended for Publication

DATE: 8 April 1988 PAGES: 45 CLASSIFICATION: Unclassified

At the senior service level, military officers are frequently assigned to lead organizations staffed predominantly by civilian personnel. Civilian personnel and their organizations have a culture which is different from military training and the organizations where the officer gained experience. Since it can be shown that a leader's style has a major impact on organizational effectiveness, military leaders should receive training in the dynamics of civilian organizations prior to assuming leadership positions. This study surveys the opinions of military and civilian students in the USAWC Class of 1988 who have had experience in predominantly civilian organizations where the leader or commander is a military officer. Information on the Characteristics of Military Leaders, Observed Leadership Techniques, Organizational Dynamics, Management Dynamics and Special Preparation (for leadership) was obtained, analyzed and presented in this report. A concluding section summarizes the findings and makes recommendations for the appropriate training of military leaders prior to their assumption of command of a predominantly civilian organization.

"LEADING CIVILIAN PERSONNEL"

I.BACKGROUND AND METHODOLOGY

A. Thesis: The genesis of this study was the discovery that the U.S.Army War College, the primary institution for training senior Army leaders, pays very little attention to the subject of leading civilian personnel. This discrepancy is surprising in view of the fact that over 35% of the total workforce of the US Army is composed of civilian employees and few of the officers who attend the War College have had experience leading civilian organizations. Students at the College are typically highly successful Army officers who have achieved that distinction through 18-20 years of leadership experience in military organizations, from Platoon through Battalion size. Upon leaving the War College they will be designated "senior" leaders and assigned to direct major Army organizations or staff directorates. Of the total range of possible assignments, only about 35% will be to "Tactical Units", i.e. purely military units with characteristics similar to those where they gained the experience which qualified them for attendance at the War College.(1) The remainder will be assigned to lead other type Army organizations where a large portion of employees will probably be civilians. With only one voluntary course dealing with management of civilian personnel, the War College experience does not adequately prepare its graduates for these assignments.

In testimony to this problem are several military studies. The most recent are the findings of a worldwide special investigation by the Army Inspector General conducted to assess the overall effectiveness of the U.S. Army civilian personnel management policies and practices. The investigation concludes, in part, that "Army leaders are failing to provide effective leadership to the 484,000 civilians (38.3% of total active Army) . . . Commanders don't understand the Civilian Personnel System; most would prefer not to deal with it; and, . . . they often aren't willing to learn."(2) In a 1976 study at the Armed Forces Staff College, Maj J.E.

Wright concluded that more education is needed to overcome problems, erroneous perceptions and conflict. He further showed that, although many senior officers ultimately lead organizations with mixed civilian/military staffing, few are trained in the dynamics of the civilian workforce. Military schools are virtually devoid of civilian management training and, the higher ranking the officer, the less likely he is to attend "after-the -fact" courses in civilian management practices.(3) Finally, the recently published FM 22-103, Leadership and Command at Senior Levels contains not a word on the subject of leadership as practiced in predominantly civilian organizations.(4) This is surprising when less than 35% of the War College graduates ever return to a tactical unit, which is staffed with predominantly military personnel.(5) Further, only about 5% of the officers in the U.S. Army ever command a military organization at the senior(Colonel) level, while perhaps 90% of them eventually lead other type organizations, agencies, staff elements, teams, etc. with a mixed or predominantly civilian staff.

B. Methodology: The rationale for the current curriculum policy at the Army War College is not important for the purposes of this project. Rather, this study accepts the status quo and the statement of the problem cited in the various reports identified above and seeks to discover components of the problem which can be analyzed and hopefully resolved. The methodology used was to first research available scientific literature and military studies on the subjects of organizational culture, group culture and dynamics, leadership styles, and military leadership of civilian personnel. This produced a background of information which was used to relate the subject to the general field of management science and to formulate a questionnaire for use in a survey of AY 88 War College students.

Next, this questionnaire was given to all civilian and military students at the Army War College with management experience in mixed military/civilian organizations to obtain their ideas on the nature and depth of this problem. A second objective was to collect data on specific methods which they had used to overcome similar problem situations. Of the 18 civilians in the AWC-88 class, only

14 felt qualified to respond. Of the 270 military personnel in the class, only 21 were identified to have had experience with civilian management, and of those 21 only 18 felt qualified to respond, an interesting result in itself. The survey explored five specific areas of management which could have a bearing on this problem:

- (1) The Characteristics of Military Leaders
- (2) Observed Leadership Techniques
- (3) Organizational Dynamics
- (4) Management Dynamics
- (5) Specific Preparation or Training

Results of the survey are attached as Appendix 1 to this study. They are valuable as amplifying material to the conclusions in this report, and are recommended for perusal by the reader. These data were analyzed and the findings consolidated into the categorical observations, conclusions and finally recommendations which form the substance of this report. Two specific products are intended to result from this research project. First, the analysis and recommendations will be published in the body of this paper to inform future War College students, and other military leaders, of the extent and possible solution of this problem. Second, the findings will be summarized for presentation to the 1988-89 War College students as part of the instruction on Senior Leadership. At present this Course contains very little material on the subject of leading civilians.

C. Literature: Before delving into the results of the survey, a brief discussion of the information obtained from available academic literature is appropriate. These findings, sparse though they were, formed a theoretical basis for the thesis and for the survey questions. The precise subject, military leadership of civilian organizations, does not appear to have been studied to any extent in the field of management science. However, two areas of more general management research were helpful. These were found in works relating to the impact of leadership style on organizational output, and the dynamics of group processes in formal organizations.

In their book, Motivation and Organizational Climate, George Litwin and Robert Stringer discussed the relationship between leadership style and organizational climate which, in turn, has a direct effect on performance. In their experiments, Litwin and Stringer formed three organizations headed respectively by leaders with (a) autocratic, (b) friendly and (c) achieving leadership styles. They found that very distinct organizational climates can be created by varying leadership style and that this climate, once established, has a very dramatic effect on worker motivation, performance and job satisfaction. Performance (output) was initially high in the autocratic and friendly organizations, but fell off with time as workers learned ways to get around the autocrat or substituted personal priorities for organizational goals in the friendly organization. Conversely, in the achieving organization, performance was initially lower than the others but eventually far surpassed them in output and job satisfaction as the organizational team solidified. In their summary, Litwin and Stringer state that an achieving climate can be stimulated by leadership that (a) emphasizes personal responsibility, (b) allows calculated risks and innovation, (c) gives recognition and reward for excellent performance, and (d) creates the impression that the individual is part of an outstanding and successful team. (6)

The second item of relevant scientific information was derived from findings concerning the relationship between group norms and organizational climate. Litwin and Stringer report that, "Behavioral scientists generally accept the idea that when a group of people live or work together for a period of time they will form group norms, which are informal (but enforceable) rules about what kinds of behavior are appropriate and inappropriate in the group (from Homans, 1950, 1961)." Further, "Leaders, while they can influence and change norms, have to be very careful to respect them to maintain their status (Homans, 1950)." (7)

In another work titled Organizational Psychology, Edgar Schein devotes two chapters to the subject of Groups in Organizations. This subject has importance for military leaders from two standpoints. First, the military leader is, at the

outset, a member of a distinctly different group from his civilian subordinates. Second, as an executive, he is part of a different organizational group from the rank and file. Shein cites an experiment conducted by Merei (1949) which investigated group norms and their relation to leader strength. Two overall results are cited which are important for this study. First, in almost every case an established group absorbed a new leader and subsequently forced its traditions (norms) upon him. The leader's goals were either unfulfilled or achieved only in a modified form which was suitable to the traditions of the group, even when the leader was older and more domineering than the group members. Second, the leader who readily accepted the traditions of the group and proved his competence under the old traditions could more effectively lead the group, and ultimately change its traditions.(8)

II. CHARACTER OF THE MILITARY LEADER

A. Representative Traits: To begin the discussion of the interaction of a military leader with a civilian organization, it seems appropriate to first take a critical look at the leader himself. In this case, it is especially appropriate because the leader is trained and developed in an environment which has decidedly different characteristics from the civilian organization he is assigned to lead. The civilians have their own set of values, norms, work rules, etc. and what's more, they are playing on their "home" field. The military leader must enter this strange, new environment and motivate these workers to produce a quality product. Because of these cultural differences, the stage is set for misunderstanding and possible conflict.

Part II of the survey was designed specifically to learn more about the dynamics of the interaction between the military leader and the civilian employee. Both civilian and military respondents were first asked to describe the Character of their most recent military boss by selecting the 5 leadership traits "most" representative of his style, and then, the 5 "least" representative traits. The responses were listed in rank order and are displayed in Figure 1 below. The

reader should note that throughout this report responses have been tallied separately to highlight differences between the military and civilian groups. Although the sample size is admittedly very small, a comparison of these group responses should reveal what is really going on in practice.

CHARACTER OF MILITARY LEADERS

(commander or immed. supervisor) representative
traits, shown by rank and number () of responses:

5 Most (military)

- 1 - Competent (9)
- 2 - Professional (8)
- 3 - Honest (7)
- 4 - Responsible (7)
- 5 - Loyal (4)

5 Most (civilian)

- 1 - Competent (9)
- 2 - Professional (9)
- 3 - Responsible (5)
- 4 - Cheerful (4)
- 4 - Serious (4)

5 Least (military)

- 1 - Polite (7)
- 2 - Ambitious (6)
- 3 - Obedient (5)
- 4 - Intellectual (4)
- 5 - Cheerful (3)

5 Least (civilian)

- 1 - Caring (8)
- 2 - Forgiving (6)
- 3 - Concerned (5)
- 4 - Controlled (4)
- 5 - Helpful (6)

Figure 1

Surprisingly, both military and civilians agreed very closely on the characteristics which described their most recent boss. He is depicted as: competent, professional, responsible, honest, loyal and serious, in that order. Adjectives which describe a reserved, mission oriented person, although the civilians mentioned that he was sometimes a cheerful person as well.

The leader's least representative characteristics are perhaps more interesting.

The military respondents cite a fairly broad spectrum of traits. It is unfortunate that both polite and cheerful are mentioned because these are important to employee morale and they require so little effort. Really, these are more elements of style and habit which can easily be changed. Mitigating this statement, however, is the fact that the civilians reported cheerful as one of their leader's most representative traits. Suffice it to say that a cheerful attitude is desirable, easy to adopt and can be done without sacrificing any other trait. Ambitious, as it is used here it is seen as a negative trait, a leader using his position to get ahead. Similarly, excessive obedience is seen as negative, i.e. a "yes" man who does not support his people when the chips are down, and intellectual implies a leader who is overly studious, indecisive and more given to introspection than to action. Certainly intelligence is desired and necessary, but not as an end in itself or as a substitute for decisive action.

By contrast, the civilians paint a fairly focused picture of a leader not tuned to employees and their needs. All five of the civilian responses constitute a cluster of characteristics which seem to indicate a lack of sensitivity for the employee. If this is true, it could be a serious problem. Either the military leader is truly not concerned with the "caring" aspects of leadership, or, if he is truly concerned, he is not effectively communicating that message to his employees. In any case, the military leader needs to be aware of this mindset to ensure that he does not unintentionally reinforce it, and, if he discovers that it is true, he needs to take action to reverse it.

Since the above information describes conditions which exists in reality, ie. the behavior of current military leaders, the respondents were given the chance to shape a "perfect" leader's personality by selecting those characteristics which they felt the "ideal" leader should have. These results, are shown in Figure 2. below. Again we see almost identical responses by both military officers and civilians for those traits which they feel are most important for the leader to have. They are: competent, professional, honest, responsible and caring or concerned. Ironically, both the military and the civilians feel there is a need for "caring and

CHARACTER OF "IDEAL" MILITARY LEADER

(what should he be like; 5 most important 5
least important traits:

5 Most (military)

- 1 - Competent (11)
- 2 - Professional (10)
- 3 - Honest (9)
- 4 - Responsible (7)
- 5 - Caring (7)

5 Most (civilian)

- 1 - Competent (13)
- 2 - Professional (13)
- 3 - Honest (9)
- 4 - Responsible (7)
- 5 - Concerned (6)

5 Least (military)

- 1 - Ambitious (11)
- 2 - Independent (7)
- 3 - Serious (7)
- 4 - Intellectual (6)
- 5 - Polite, Cheerful (5)

5 Least (civilian)

- 1 - Independent (12)
- 2 - Ambitious (11)
- 3 - Obedient (9)
- 4 - Serious (7)
- 5 - Controlled (6)

Figure 2

concern" for employees. But in reality, the military don't seem to follow through. The civilians' least desired trait turned out to be "independence". Perhaps they would like to see a military leader more involved with the organization, one who is less aloof and distant. Second, they don't want an overly ambitious leader. They seem to assign a negative connotation to this characteristic, and they seem to be saying that they do not want a leader who might sacrifice his employees, his organization or perhaps his integrity to please his boss or to get ahead. The same is true for the third response, obedience. The civilians don't want a "yes" man as a leader. Rather, this response suggests that they want someone who will not be afraid to speak out when ordered to do something wrong, or contrary to accepted logic or rules.

B. Perception and Judgement: In the next section, the respondents were asked to describe the military leader's preferred mode of perception and judgement. That is, how he or she prefers to acquire information and how that information is processed and judged. The instrument chosen for this purpose is the Meyers-Briggs Type Indicator (MBTI) which is used at the War College to give the students some indication of their own preferences, and to enable them to better understand their peers. The underlying theory of the MBTI is simply that people with different preferences for acquiring and judging information, an activity central to all decision making, will have difficulty understanding each other unless they are aware of these differences. The MBTI system classifies these preferences into 16 basic "types". An individual's type is determined by computer analysis of responses to a questionnaire. All students at the War College are so tested and the results analyzed and discussed through a series of classroom exercises and lectures. See Endnote (9) for a brief description of the 16 basic type classifications and Endnote (16) for greater depth.

Since the respondents were well versed in the MBTI instrument, it was a relatively easy vehicle for obtaining useful information about military leaders. Two questions on the survey covered this area. First, the students were asked to form a perceived MBTI type classification for their most recent military boss. This data would provide an indication of the "perceived" MBTI type of the leaders now commanding Army agencies, more accurately, a description of what the students think is really happening out in the field. One might challenge this process as second-hand analysis, an actual survey of the commanders being the more accurate, and hence preferred, method. However, since leadership is an activity which one conducts via interactions with subordinates, it is perhaps more important to know how the subordinate "perceives" the leader. To the subordinate, his "perception" is reality. The leader may, in truth, be a different MBTI type altogether, but to the subordinate the message which the leader projects in his day to day activities is the personality type which he must deal with, and therefore it is the more important.

The second goal of this analysis was to determine what type of MBTI preferences the students felt would be "ideal" for maximum effectiveness in a civilian organization. Certainly, the military leaders cannot change their true MBTI profile, but they can change their "behavior" in certain situations if they know that their "preferred" style will cause a problem or is much different from the ideal. Additionally, this knowledge will help them to better understand and adjust to the culture of their organization, thereby lowering the potential for misunderstanding and conflict. Endnote (9) contains a more detailed explanation of the various classification codes used in the MBTI instrument. The survey results are summarized in Figures 3 and 4, below.

MEYERS-BRIGGS PREFERENCES

(perceived MBTI classification of last military leader),

↓(military) and ↴(civilian) averaged responses.

Extraversion . . 6 ↓ . 4 ↴ . 2 . . . 0 . . . 2 . . . 4 . . . 6 . . **I**ntroversion

Sensing . . 6 . . . 4 ↓ . 2 ↴ 0 . . . 2 . . . 4 . . . 6 . . **N**tuition

Thinking . . 6. ↓ ↴ 4 . . . 2 . . . 0 . . . 2 . . . 4 . . . 6 . . **F**eeling

Judging . . 6 . . . 4 ↓ ↴ 2 . . . 0 . . . 2 . . . 4 . . . 6 . . **P**erceptive

Figure 3

"IDEAL" MEYERS-BRIGGS PROFILE

(what should he be like for maximum
effectiveness in a civilian organization)

Extraversion . . 6 . . 4 ↓ ↓ 2 . . . 0 . . . 2 . . . 4 . . . 6 . . **I**ntroversion

Sensing . . 6 . . . 4 . . . 2 ↓ ↓ 0 . . . 2 . . . 4 . . . 6 . . **N**tuition

Thinking . . 6 . . . 4 . . ↓ 2 ↓ . 0 . . . 2 . . . 4 . . . 6 . . **F**eeling

Judging . . 6 . . . 4 . . . 2 ↓ ↓ 0 . . . 2 . . . 4 . . . 6 . . **P**erceptive

Figure 4

Surprisingly, the responses of military and civilians were similar and consistent from the "real" to the "ideal" case. Basically, the respondents reported that the most prevalent MBTI type in the field today is the ESTJ. The Meyers-Briggs description of this type person is as follows:

E: Extraversion, relates more easily to the outer world of people and things than the inner world of ideas.

S: Sensing, would rather work with known facts than look for possibilities and relationships.

T: Thinking, base judgements on logic and impersonal analysis rather than on personal values.

J: Judging, prefer a planned, decided, orderly way of life

better than a flexible, spontaneous way.

ESTJ: Practical, realistic, matter-of-fact, with a natural head for business or mechanics. Not interested in subjects they see no use for, but can apply themselves when necessary. Like to organize and run activities. May make good administrators, especially if they remember to consider others' feelings and points of view. (10)

A rough comparison of this MBTI "type" with other possible types can be made by referring to Endnote (9). The reader can make an approximation of his own "type" by selecting the characteristics which most nearly describe his own "preferences". However, a truly accurate classification of the reader's "type" can only be made by having the MBTI administered by a qualified source agency. Similarly, the reader can compare these results with those of a typical Army War College class by referring to the data at Appendix 2. We see that the ESTJ "type" occurs approximately 21% of the time, a sizeable proportion. More noteworthy, however, is the ISTJ at over 32%. Taken together, these two types account for approximately 53% of the 1983 class. This result appears encouraging since the "ideal" type is an ESTJ. However, the ISTJ differs from the ESTJ in that he takes a less personal approach to decisionmaking, by often ignoring the views and feelings of others. They are logical, critical, decisive, determined, sometimes stubborn and very individualistic. According to the MBTI brochure, Endnote (9), they are the most independent type of all. This information will be useful for later comparison with the survey responses, especially those of civilians, concerning the character of present military leaders.

In the case of the "ideal" MBTI for a leader of a civilian organization, both the military and civilian respondents were again in general agreement that the ESTJ was preferred for. However, in this instance the scale values were somewhat less extreme for both the military and civilians. For example, the military rating for Extraversion was about half of the previous rating indicating that military

respondents feel that present leaders perhaps rely too much on the external world of people and things rather than the inner world of ideas. The civilians thought the ideal leaders should remain about the same as the existing ones.

In the area of Sensing the military and civilian responses ended up being identical, but the military respondents had softened their response by almost 50% from their previous description of "reality", while the civilians more than doubled theirs. This indicates that, in the ideal, the military are looking for someone less inclined to search for known facts before making a decision, a more flexible person, whereas the civilians want to tighten up a bit from reality, eg. use more hard facts than at present. The largest divergence between the military and civilian responses occurred in the area of the preference for Thinking. Here, the military cut their response by 50%, and the civilians cut theirs by over 60%, both calling for less impersonal, logical analyses and more judgements based on personal values; a more relative and personal type of leadership than now exists.

Finally, In the area of Judging, both the military and civilians cut their previously identical response values by about 50% indicating they were in agreement that the leader should allow more spontaneity and flexibility in conducting business than present leaders do now. In summary then, both groups seem to be calling for the same basic style of leader, but one who has loosened up a bit: fewer hard facts, more judgements based on values than cold logic and more flexibility and spontaneity. On the other hand, he should shift his relationships from the outer world of people and things and concentrate a bit more on the world of ideas.

C. Leadership Style: The last personal trait to be studied in this section was the specific style of the military leader in assigning work to his subordinates. In this case the students were again referred to an instrument which they had used in a classroom exercise, the Leader Effectiveness and Adaptability Description (LEAD) Matrix.(11) This instrument provides information on several key leadership variables, specifically leadership style, which is of interest in this study. The

respondents were asked to describe the leadership style of their most recent boss by citing the percentage of time he utilized the following leadership styles in the delegation of work to subordinates: Telling, Selling, Participating or Delegating. For additional information on the LEAD Matrix indicator see Endnote (17).

As before, the respondents were then asked to imagine the ideal leader and to provide a second set of ratings to describe what percentages he "should" use for maximum effectiveness. The hypothesis here is that leaders trained and developed in predominantly military units would tend to exhibit a more directive(telling) style with greater control than might be desirable or necessary in a civilian organization. The military unit is staffed with less experienced personnel, has a higher turnover rate and a typically dangerous operational environment, all of which which require greater control by the leader to prevent damage and injury, or to ensure success in a confusing environment, such as on a battlefield. On the other hand, the civilian organization has better trained personnel, a much lower turnover rate, and a more stable and safer operating environment. Understandably, then, a less controlled leadership style would usually seem appropriate in the civilian organization. The results are displayed in Figure 5, below.

LEADERSHIP STYLE

(perception of last military leader's style vs.
the "ideal", by % of decisions in each category)

	real		ideal	
	<u>Mil</u>	<u>Civ</u>	<u>Mil</u>	<u>Civ</u>
Telling employees what to do	27%	33%	14%	15%
Selling his idea to employees	19%	15%	20%	23%
Participating with employees	22%	12%	27%	22%
Delegating decision to employees	32%	38%	39%	48%

Figure 5

As expected, both the military and civilian respondents reported that a high percentage of their leaders used the "Telling" style, 27% and 33% respectively. This style allows little freedom for the employees, implies a low trust level and requires great personal involvement by the leader. Notable is the fact that the civilians reported a value 22% higher than the military, indicating perhaps their dissatisfaction with the current situation. Interestingly, both the civilian and military respondents indicated that they would reduce this percentage to 14% and 15%, respectively, for the ideal case. Overall, a 50% reduction in the recommended use of the Telling style of leadership.

Also noteworthy is the difference between the military and civilian responses on use of the Participating style. Here, the military said that this style was being used on an average of 22% of the time, whereas the civilians said that they experienced a much lower use, only 12%. Both said that they would do more Participating in the ideal case, on the order of 27% and 22% of the time, respectively. It is interesting to note that the military reported that they would use it 5% more than the civilians would like to see it used, even though they seem to use it less now. In general, both groups reported that less of the Telling style was preferred in the civilian environment. Both said that the leader should use the Delegating style much more often than is now being done. Finally, the civilians have made a very strong statement for more delegation of decision making to subordinate managers, citing 48% as the percentage of decisions which they feel they could handle on their own.

D. Summary: To briefly summarize this first segment on the Characteristics of Military Leaders, we see both similarities and disagreement between the civilian and military responses. There is close agreement on the top four characteristics cited as "most" important: 1-Competence, 2-Professionalism, 3-Honesty and 4-Responsibility. There is also close agreement that the fifth most important characteristic should be: 5-Caring/Concern. However, in rating the real world leaders, the civilians seem to be telling us that this caring, concern for

people doesn't come through. Using the MBTI instrument to determine how the leader prefers to interact with the outside world, both the civilians and military reported that he should be an ESTJ: an extravert, sensing via known facts, relying on logic rather than personal values and operating in a predictable format rather than in a spontaneous manner. Finally, we discovered that the leader should use the Delegating style more often for decision making in a civilian organization, relying much less on Telling the subordinates specifically what he wants done, as he might in a military unit.

III. OBSERVED LEADERSHIP TECHNIQUES

Next the study moved into the area of Observed Leadership Techniques, specific patterns that may work especially well or very poorly. Since both the military and civilian respondents have been sufficiently successful to have been selected for attendance at the Army War College, the survey assumes that their judgement of good and bad leadership techniques will be sound. Consequently, this next section asks them to identify the best and worst leadership techniques they have witnessed. These have been grouped into general categories and listed in rank order for analysis. As before, the raw data is displayed in Appendix 1 to the study for the readers' perusal and information.

A. Leadership Mistakes: In this first category, the respondents were asked to list the biggest mistakes made by military leaders, displayed in Figure 6 below. We see that the military and civilian respondents agree once again. In both cases 1-Poor Communications and 2-Lack of Concern for Civilians were cited as the most serious problems. Add to this the fourth Military response, 4-Long Meetings, (keeping people) Waiting, which also connotes a lack of concern, and we see a corroboration of the earlier finding that the military leaders do not show a Caring/Concerned attitude toward the civilian employees.

As a strong third, the Military cited 3-Poor Use of Job Standards. The Civilians placed the same complaint as fifth. Here, we perhaps begin to see the result of

differing leadership development patterns and organizational culture. Military

List the 5 biggest mistakes/least effective leadership techniques used by your most recent military leader:

<u>Military</u>	<u>Civilian</u>
1 - Poor communications (20)	1 - Poor communications (14)
2 - No concern for civilians (10)	2 - No concern for civilians (10)
3 - Poor job standards (10)	3 - Oversupervision (8)
4 - Long meetings, waiting (6)	4 - Leader not tech competent (3)
5 - Aloof, rank conscious (5)	5 - Poor use of standards,easy (3)

Figure 6

leaders are reared on a system which utilizes relatively broad statements of job responsibilities. The military are expected to know what to do and where they fit into the organization, without being told. If the situation is unclear, they are expected to solve the problem on their own and keep the boss informed. Therefore, their job descriptions deal mainly with qualitative statements calling for excellence, honesty, and similar ideals, not with specifics on how often to do something.

This practice is both possible and desirable in military organizations because they are, by design, uniform in structure. This organizational uniformity obviates the need for a detailed set of responsibilities. All officers know what is expected of a Platoon Leader or a Battalion Commander. In addition, since the operational environment of a military unit is frequently remote and disorienting, the military education system places value on the leader who can take charge of an organization and decide what needs to be done to achieve the mission, on his own. This is so because he may not have the luxury of good communications with his boss on the battlefield, and a great deal is riding on his ingenuity and resourcefulness.

The exact opposite is true for civilian jobs. Both the personnel and environment are relatively stable. However, the complexity and size are often greater than for a military unit. The main variable is resources. This difference makes the job description very important to a civilian because it defines the area in which he should focus his talents and expend valuable resources. The civilian is bombarded with many conflicting priorities, and the employee frequently needs to know where he stands and how he is doing in reference to some benchmark. The job description serves this purpose. It is a constant guide which he can fall back upon for guidance when the boss is not readily available.

A second reason for the importance of the written job description stems from the civilian education and development program. Contrary to the military model, the civilian is usually trained as a specialist in a given field. Since his training and experience foster competence in only one area, he is less qualified to make judgements about where and how his activity fits into the organization as a whole. The job description and the accompanying standards fill this void. If properly written and periodically tuned to reality these documents define the parameters which spell success in his field of expertise. They provide the specifics on where, when and how he is to interface with other elements and what quality standards he is to achieve.

A good analogy would be that the job description and standards are similar to a musical score for a musician in an orchestra, which provides a general description of where and when he is to apply his musical skills in relation to the other instruments. The leader is there to provide timing, emphasis, focus, motivation, quality control and cohesion to the orchestra as a whole. The musician uses the score for individual practice and control of his specific functional(tonal) spectrum. It is written in his particular language and is specialized to his instrument and his section alone. But without the guidance and feedback of the leader, the orchestra could never function properly. It might somehow start to play and muddle through a piece of music, but the sound would have little chance of achieving the full artistic quality which the orchestra, as a whole, was capable

of producing.

Two other cardinal mistakes which are made by military leaders need to be mentioned. The first, Oversupervision, is by far the most significant. The civilians reported it as the third most serious mistake that a military leader can make, and it was mentioned throughout the survey in one form or another. Oversupervision is a habit which military leaders seem to develop in the fast moving, high risk environment of military unit operations where control is essential for survival. When assigned to a civilian organization, they seem to fall back upon this leadership style, which produced success for them in the past, expecting that it will be equally effective in the civilian world. Many officers feel that there is no difference between leading civilians and leading military personnel. Therefore, the same leadership methods should apply. "People are people", was a common response.

A second reason for this problem is the fact that military leaders, by virtue of their training, feel that their role is to take charge of the organization. Some interpret taking "charge" as taking "control" and consequently establish strong lines of authority, decisionmaking and reporting. This action constricts the productivity of a large, complex organization by stifling creativity and freedom of action on non-critical tasks. The scope of operations in a civilian organization is typically too broad for the leader to personally control more than one or two critical areas, in addition to his other duties. If he has established a policy of strong centralized control, some areas of the operation will wither for lack of his attention or a bottleneck will develop in his office as decisions wait for his action. Additionally, over control sends a message of "no confidence" to the staff which curtails mutual trust, commitment and, ultimately, productivity. It seems clear from this portion of the survey that there are significant differences in leadership technique which are applicable to civilian organizations. The degree of supervision which needs to be applied is one of the most important.

B. Most Effective Techniques: On a more positive note, the respondents were

asked to describe the five "most" effective leadership techniques which they had experienced in working with civilians. These responses are shown in Figure 7, below. Once again, we see some familiar themes in these responses. The technique which stood out as clearly the most important was Good and Frequent Communications. The military responses were almost overwhelming on this point. Good Communications was mentioned 29 times, almost twice per respondent. The civilians also considered it very important, and placed it second on their list.

**List the 5 most effective leadership
techniques you have experienced:**

<u>Military</u>	<u>Civilian</u>
1 - Good/freq communications(29)	1 - Concern,good environment(19)
2 - Caring(24)	2 - Good communications(9)
3 - Use job standards/counsel(8)	3 - Delegate(7)
4 - Delegate(3)	4 - Ask for input/advise(7)
5 - Work with unions(1)	5 - Clear mission/standards(5)

Figure 7

Free flowing and open communications, of course, is the prerequisite to the transmission of any and all information between workers, and therefore, it is the key to avoiding misunderstandings and compartmentization in an organization. It also opens the doors to clarifying messages about both command and interpersonal relationships and performance standards. Open communications is a risky business because it reveals weaknesses, what people do not know or cannot do. Employees who are threatened by their environment are not likely to reveal such facts to critical superiors or competitive peers. Therefore, a necessary precondition to free flowing communications is a trusting and comfortable working environment. Without good communications, deficiencies, honest

though they might be, will not be resolved and the result will be a loss of productivity, creativity and teamwork.

Turning now to the civilian list, it was not surprising that concern for employees, a good Working Environment, topped their list of most effective techniques. This is the same strong statement made by the civilians in a previous section. Apparently, civilians feel that the military are just passing through the organization to "punch a ticket". Civilians are of the opinion that mission accomplishment is uppermost in the military value system. What shows up on the efficiency report is important. This sentiment has been mentioned in several areas in the civilian responses to this survey, so it should not be taken lightly. This finding seems incongruous, however, because throughout their training military leaders are drilled with the concept that the welfare of their men always comes first. "Take care of your men, and they will take care of you", is the common adage. Somehow, that training is not being transmitted to a civilian workforce.

Interestingly, it appears that the military, by their responses, indicate that they know what to do. On their list of most effective techniques Caring(concern) was a close second, with a frequency that actually exceeded the number of civilian responses. Something is being lost in the translation. Either the form of caring being practiced by the military is not being recognized by their civilian subordinates, or the military are really only paying lip service to the concept of caring. The correct answer is probably a combination of both, and the military leader who is intent on bridging this gap should listen carefully to the message being sent by the civilians and adjust his style.

Perhaps the answer to this dilemma lies in the next four civilian responses. In order these are, 2-Good Communications, 3-More Delegation, 4-Ask for Input/Advise and 5-Provide Clear Missions/Standards. It would appear that these four elements provide the formula for the good environment and concern that the civilians are seeking. Good communications have already been discussed at length. Suffice it to say that they are notably high on the list again. Delegation of

authority to make decisions is a very key element in both good working relations and productivity, not to mention its effect on employee morale. Delegation of authority implies trust and confidence in the employee. It is a very positive gesture, an act of caring, in that it requires that a bond of trust be established between the supervisor and his employee. No doubt that it's risky business and the employee might not live up to the leader's expectations. That's where the job standards and good communications are needed for guidance and to keep things on track. On the other hand, things just might go right, or even better, they might exceed expectations, in which case productivity will be greatly enhanced, and the leader will be free to move on to other areas needing his attention. At the same time, the employee has demonstrated that he is worthy of the trust place in him and morale is high. He will also have gained a sense of confidence from his success, a sense of ownership for the product, and a sense of pride in his accomplishment. This is the stuff of which job satisfaction is made, and job satisfaction is usually more important than money and status to an employee.

The next technique, Asking for Input/Advise, is very closely related to the previous discussion. Asking for advise when making decisions similarly implies trust and confidence. It is a statement of respect for the quality of the individual, his training and experience and his integrity. Remembering that civilians are trained as experts in a particular field, we can easily see that providing advise and input to decisions is the essence of their craft and the key to all that is exciting in their work. Problems present creative challenges, and their solution represents a key element in job satisfaction. To bypass the civilian expert wastes his talent on routine tasks, denies him the satisfaction of solving the challenging problems of his field and excludes him from membership on the agency team. A great formula for destroying cohesion and reducing productivity.

Last, the civilians ask for Clear Missions/Standards. Again, this is a plea for good communications. As stated earlier, the world of a civilian is complex and multidimensional. Requirements enter from many sources and resources are scarce. In addition, the entire previous discussion concerning the importance of

job standards applies here. Clear mission statements and standards save effort and avoid the misunderstandings which can jeopardize trust and confidence.

The military respondents agree with the civilians with respect to 1-Communications, 2-Caring, 3-Use of Job Standards and Counselling and 4-Delegation of authority. To this list they add 5-Working with Unions. For the military, unions are a mettlesome, unfamiliar institution with undue influence and the ability to seriously interfere with productivity and other elements of the work environment. Nevertheless, unions are a fact of life in civilian organizations, a force to be reckoned with by the military leader. To place them in proper perspective two facts need to be mentioned. First, the union will be as influential as management is unresponsive to employee needs. The employee will be loyal to the institution which is best able and willing to serve his needs. For the most part, managers, with their control of pay, promotions, policy, incentives, and etc., are in a more advantageous position to do this, provided they are responsive. Second, if properly used, the unions can be an asset, a tool, which is available to the leader for the avoidance and resolution of problems. The best policy is to recognize their role and to work with them for the good of the organization. Generally, the military leader does not have to play a direct role with the unions. A trusted senior civilian or the Personnel Officer can and should be the point of contact. The military leader can stay in touch with the processes via briefings, reports, etc. To ignore the unions, however, is counter productive and disruptive to a good working environment.

C. Basic Rules: To conclude this discussion on good and bad leadership techniques the respondents were asked to cite five basic rules for leading civilians. These rules are displayed below in Figure 8. We see that the military place great emphasis on Setting and Enforcing Standards. The next three rules could have been taken directly from the civilian list of most effective techniques in Figure 6: 2-Caring, 3-Good Communications and 4-Asking for Input (to decisions). This convergence of thinking is encouraging. The two groups do not seem to be far apart. Remember, however, that the military leaders chosen for this study have

been very successful, and perhaps they have found the formula for success

Cite 5 "basic rules" for leading civilians:

<u>Military</u>	<u>Civilian</u>
1 - Set/enforce standards(27)	1 - Discuss performance freq(15)
2 - Have caring attitude(14)	2 - Use job standards(11)
3 - Good communications(7)	3 - Good communications(10)
4 - Use civilians in decisions(8)	4 - Be fair, equitable(3)
5 - Be/set the example(5)	5 - Learn civilian mgt systems(2)

Figure 8

in leading civilians as well. The last military rule, 5-Setting the Example, is standard military training. However, taking this discussion one step farther by coupling rules one and five, Set Standards and Set the Example, we see what is perhaps the military template for taking control. This is not to imply that these traits are bad or dysfunctional, for any leader must do both of these things to be effective. The subtle, or perhaps cultural, difference is the question of degree of overt emphasis placed on these two factors. To be effective in a civilian organization both must be accomplished, but in an understated and low-key manner, without making a distinct(rank) separation between the leader and the led. In a military setting this separation is normal and expected. In a civilian setting it can translate as aloofness, treating the civilian as second class, ordering, lack of trust and so on, all sentiments which have been clearly expressed by the civilians in this survey at one point or another. The civilian would prefer to be a member of a team, with room for give and take in decision making, setting standards and performance evaluation.

D. Summary: This is a good point to transition to the civilian list of rules, shown in Figure 8. We see a familiar pattern expressed in the first three rules: 1-Discuss Performance Frequently, 2-Use Standards and 3-Good

Communications. These are the same themes which crop up over and over again and one must conclude from this that the military leader in a civilian setting tends to be a bit too distant, aloof and reluctant to get really involved with the civilian workforce. In the remaining sections we will search for some of the reasons that this might be so. Before closing the subject of rules, the last civilian rule: 5-Learn the Civilian Management System, deserves to be mentioned. As the study progresses, we shall see that military leaders are not well trained in the theory or the mechanics of the civilian personnel management system. They do not know the rules of the game, and are often reluctant to learn. It is possible that this one factor could be the root cause of many of the problems described above.

IV. ORGANIZATIONAL DYNAMICS

The next three questions in the survey were designed to probe the dynamics of the relationship between the military leader and the civilian organization. Specifically, the concepts of command and control, work culture and its effect and bonding between the leader and the organization were explored. As before, the military and civilian responses were analyzed separately to uncover any differences of perception or culture which might point to problems.

A. Command and Control: The first question in this section explored the concept of formal and informal control of the organization. Specifically, the respondents were asked whether the transient military leader really has control of the organization, or is he merely a figurehead for a civilian controlled bureaucracy. Almost all military leaders stated that the military commander was, in fact, truly in control of the organization. However, they were quick to caveat that statement with several warnings. First, the military leader must do his homework in the technical area and demonstrate that he is competent in the mainstream activity of the organization. That is not to say that he must be an expert in every technical area, for that is the role of the civilian specialist. Rather, he must be knowledgeable enough to set realistic goals and priorities and to appreciate the contribution of specific technical events toward those goals. To say

this in another way, the leader must be capable of conceptualizing a meaningful strategic vision and communicating that vision to the employees. He must also understand enough about their individual areas to be able to clarify their goals and to support their efforts at reaching them.

Second, the leader must understand that the structure of the present civil service system is such that the civilians can go underground and stonewall him if a serious breach of agreement were to occur. The military leader is in the minority, and he cannot do everything himself. On the other hand, the civilians have "stovepipe" channels to higher and lower level headquarters which they can energize to either protect themselves or to sustain themselves until the storm blows over. The leader must understand, however that this is never a desirable situation, and one that is never the preferred mode of operation. Rather, it is an action of last resort, indicative of a serious failure in the command structure. The civilian organization prefers independence and freedom of action. Use of the stovepipes usually results in a loss of control, someone else meddling in one's business. The leader must understand that the civilians prefer to operate as a tightly knit, cohesive team, with the higher and lower headquarters as the "outsiders".

This leads to the third point. The military leader, according to the survey, rightly has a great impact on the work environment and on employee morale. He should operate at the macro or management levels to control the internal and external events or factors which set the pace and productivity of the organization. In military terms, he must function at the operational and strategic levels, rather than at the tactical level, to create the conditions within which success can occur. As the chief representative of the organization to the outside world, he must clearly understand the implications of any changes in external conditions, namely resources, workload, time allowances, etc., and their resultant impact on the work environment so that he will know when to negotiate for help or relief on behalf of the employees.

The civilian responses to this question were similar. First, they affirmed the fact that the military leader did have true control of the organization, and went on to cite areas where they felt he should concentrate his efforts to best utilize his talent, training and position. For example, the majority of civilians said that their military leader was a good organizer, but a poor executor. They added that he should spend his time planning, resourcing, setting goals and working on creating a positive and productive work environment. The details of analysis and execution should be delegated to others(civilians) who are best qualified for such tasks. Civilians see the military leaders as generalists and managers who operate best at the macro level. The civilians, on the other hand, are specialists who are trained to do the detailed analysis and other operational tasks associated with execution of a program.

Several minority views need to be mentioned for informational purposes. First, concerning the above discussion on control and the use of "stovepipes" several civilians confirmed the fact that they could "wait-out" a leader whom they disliked. A second comment stated that the military should not seek to have "control" of the civilians. The atmosphere should be one of teamwork and cooperation, rather than control. This last comment is suggestive of the cultural differences between the military and civilian systems which is the subject of the next section of the study.

B. Work Culture: The next part of the survey was intended to investigate the degree to which civilians and military leaders perceive the existence of a different work culture for their respective groups. In the field there are frequent misunderstandings about the rules of work, which are different for military and civilians. Time, for example, is accounted for differently in the two systems. Military personnel are theoretically on duty 24hrs per day. They are visably annoyed when civilians head for home at precisely 1630hrs, and see this as a lack of serious dedication to the mission and the organization. The military compensate for their overtime by taking off when things are slow. Officers are allowed time for required Physical Training which the civilians see as

recreational, non-productive time. The military take time off to go to the PX or dispensary, especially at a remote location, because these benefits are included in the Army remuneration package, in lieu of salary. The civilian, on the other hand, presumably receives more salary and fewer "privileges". These procedural differences shape the working environment and hence, the culture and values associated with behavior. Within a "pure" system (culture) each individual feels justly compensated for his efforts, and each is usually happy with his respective set of rules. However, when people from different cultures work side by side, often sharing similar responsibilities and risks, the cultures contrast and the differences are seen as injustices.

In response to this question, military leaders, for the most part, confirmed that they were not fully aware of these differences in culture. There was almost general agreement that the civilian personnel management system was very different from anything in the military leader's training or experience, and that he needed to make a concerted effort to learn the rules if he hoped to become fully effective. There was not a consensus, however, on how best to accomplish this. Suggestions ranged from formal OPM schooling to on-the-job training to conferring with senior civilians to acquire a full appreciation for how the rules are really applied in practice, ie. what values has the civilian work culture superimposed on the written rules.

As for the question of the civilian work ethic, most military respondents agreed that the civilian work force was highly dedicated and hard working. Generally, it is those military who have not worked with civilians who are of the opinion that the civilians are not highly motivated. "The work ethic is the same, but the methods and rules differ considerably.", was a common response. The bottom line is that in predominantly civilian organizations there are deeply rooted differences from the military way of doing business. Military leaders should ensure that they do not attempt to import military cultural values to a civilian workforce. They should not try to "paint the civilians green", as one officer advised. In the words of another, they should "Make an effort to understand the

rules and adjust to the differences".

As expected, the civilians stated that military leaders did not understand the civilian work culture. One stated that, contrary to what the military think, the civilians were different, not worse, and the military must strive to understand the differences. Several civilians stated that most military leaders do not even try to learn their system. Major Wright reported in his Armed Forces Staff College study that it was difficult to get military men to take the time to go to school to learn the civilian system. He went on to say that the more senior the leader, the less likely he was to go.(12)

Some of the specific differences in work culture cited by the respondents deserve explanation. For example, the civilian system is less rank conscious, there is more give and take between the leader and the employees. True, there is a hierarchy of seniority in the civilian system, but that structure does not prevent a subordinate from expressing his opinion, freely and openly. The civilians feel that the military are reluctant to oppose a superior. Whatever he says, goes. This mindset is carried forward. When the military leader is placed in command, he does not usually expect opposition to his views and he is, therefore, less inclined to "discuss" matters prior to a decision.

Another example comes from the concept of mission accomplishment. Civilians are less sensitive to programs that do not work exactly as planned. To the civilian, any change brings predictable uncertainty and risk. Mistakes and delay are the price one pays for flexibility and innovative thinking, progress. In the long run he says it will all work out. The military tend to see any delay to a program as a failure to accomplish the mission, a cardinal sin. The military man is trained to win every battle, on schedule. Timing is an important factor in military operations. An optimal solution to a problem one day later than planned is usually too late, the battle might be over by then. For the military leader in a staff setting that training translates as mission completion, on time, without excuses and irrespective of personal considerations.

Civilian training is no less professional and mission oriented, but their experience and low mobility gives them a much different perspective of time. They feel that fewer problems require the "crisis" action which military men are so ready to apply. First, because they probably understand the background and history of the problem better than the military leader does they see the problem in a broader context. It is entirely possible that they have seen the exact same problem several times in their career. Second, since they will be around longer to see the results, they are less sensitive about producing results on their watch. Obviously, neither is right. These attitudes stem from systemic or cultural differences. They can only be resolved through education, increased communication, and discussion or negotiation. In any case, both the civilians and military are almost unanimous in their opinion that increased education in some form is necessary to bridge these gaps in understanding and culture.

C. Bonding: One indicator of how broad a gap exists between the cultures is the degree of bonding which occurs between the military leader and his civilian organization. This topic was the subject of the next question in the survey. Almost every military respondent stated that bonding with the organization was necessary for acceptance and trust by the employees, but they added that it was more difficult than bonding with a military unit. The civilians had similar feelings. For the most part they said that the "best" military leaders did bond with the organization and that the relationship was beneficial. Only one civilian respondent stated that bonding was a superfluous extension of the work experience. Many methods were cited to accomplish this goal. A few of the more significant ones will be discussed below. For more detail, the reader is referred to the survey results at Appendix 1.

Openness and genuine interest in the welfare of the employees is probably the most frequently mentioned method to establish a good bond with employees. For sure, sincere communications are an essential component of this strategy. Leaders cannot stay walled up in their offices. They must get out amongst employees, be visible and spend some time conversing with them in their

workplace, rather than merely socializing at ceremonies and meetings where the tone of discussions is more formal.

Bonding can also be accomplished by getting sincerely involved in the work of the organization. Getting involved does not, however, imply taking over. In fact, it means the exact opposite, and a very delicate balance needs to be established to determine where to draw the line. Too much involvement in details is as bad as too little. A good general rule would be that the leader needs to know enough of the details to understand the quality and significance of the employee's contribution. He needs to be able to convey to the employee how and where his work fits into the overall program of the organization. Too often the employee has no concept of the big picture, and it is the leader's responsibility to provide the vision and strategic direction that makes the work meaningful. These expressions of value and direction are the essence of the leader's role.

Another aspect of involvement is a willingness to participate with employees in decision making. Civilians want to be involved in decision making, a fact that has already been established. As stated earlier they prefer to interact with the person for whom they are working as a member of a team. Civilians resent terse "orders" which allow little room for participation, a style which might be appropriate on the battlefield where time and control are critical, but might not produce the best solution in a complex peacetime environment. However, the leader cannot be involved in every project and every decision, and he must, therefore, be selective as to number and degree. Suffice it to say that the Participatory and Delegating styles are preferred and seen as more effective than the Telling or Ordering style. A review of the data in Figure 5, Section II, Characteristics of Military Leaders, will reinforce this finding and provide more specifics as to percentages of each style that are recommended. Perhaps the bottom line here is that the military leader must not isolate himself in an ivory tower or appear aloof, relying on rank and position to "tell" the organization what to do. Rather, he needs to expose himself to the personnel placing his technical competence, intellect and reputation on the line, and personally conveying the concern and appreciation of the leadership to

the employees. An excellent reference on this subject is Tom Peters' book titled "A Passion For Excellence". Peters covers the process of involvement between managers and employees in great detail, and he shows the tremendous gains in productivity which can be obtained by allowing employees to participate in company decision making. The book is recommended reading for any military officer assigned to lead a civilian organization. (13)

Another very important aspect of bonding is sharing responsibility. The leader must be willing to accept blame as readily as he is willing to accept praise for a job well done. Many civilians have the feeling that the military leaders do not want to be overly involved in activities of the organization so that they can plead ignorance and avoid blame when things go wrong. The military are sometimes seen as OER conscious, worried that a mistake which can be traced to them will result in a black mark on their record. In this regard the military leader must transmit to the organization the understanding that his fate is inextricably tied to the organization, and that he will bear his share of responsibility for any project or decision that goes awry. By this action, he voluntarily accepts membership on the organization team and bonds himself to the employees for better or for worse. This statement is far from a suggestion that he assume the role of an heroic fall guy, but rather, it is an essential declaration of support for the civilian workforce.

Taking this topic one step farther the survey next considers the question of how military leaders show trust and confidence in their civilian subordinates. The responses showed that trust was now being conveyed, but that there was still room for improvement. The reluctance to delegate authority for decisions which was documented earlier, for example, could indicate a lack of trust or confidence in the civilian workforce, whether or not this was the commanders intent. Similarly, a failure to bond with the organization, failure to seek and take advice, failure to allow civilian participation in decisions are all actions which convey the same impression to the workforce. Most of the military respondents agree that showing trust and confidence is extremely important to employee morale and to their sense of job satisfaction. Good two-way communications seems to be a key factor in

establishing such an environment. As stated above, the military leader cannot be a stranger to his employees. He must force himself to become familiar with the personnel via both formal and informal contacts so that his personal motivation and agenda will be clear to them. These contacts, and the resultant feedback, are necessary prerequisites to the establishment of a relationship of trust and confidence in any organization, and in particular, when a military leader is assigned to command a civilian organization.

D. Summary: In summary then, the civilians said that the military leaders already showed some trust and confidence in them, but that improvement could be made. They stated that the "best" commanders took the time to learn civilian management procedures, work ethics and culture and then modified their own methods and behavior accordingly. Other key factors cited as essential were good communications, more delegation, asking for advice (especially on high tech projects) and understanding and using job standards. The civilians would like to see more delegation of authority to them, this in itself is an expression of trust and confidence. The military tend to be too reserved in this respect. They withhold authority until they are really comfortable with the civilians. By that time, their tour is almost over and a lot of valuable time and productivity has been wasted. Military leaders need to take the risk of delegating sooner, with good job standards and accountability. They will not be disappointed and probably will be very surprised at the quality of the products and increase in productivity. As with so many other facets of leading a complex organization, good communications and good teamwork among the various departments is essential to fit all the pieces together harmoniously. These aspects of organizational dynamics are the areas where the the respondents felt that the military leader could make the greatest contributions.

V. MANAGEMENT TOOLS

The next three sections of the survey deal with Management Dynamics, or the use of the specific tools which military leaders have at their disposal to effect the

direction of personnel within the organization. The intent of this section was to determine the degree of expertise displayed by military leaders in the use of these tools, and what, if any, additional training and development might be necessary to achieve optimum performance. Specifically, this section examined the use of Performance Standards and Appraisals, Awards and other Incentives, and Training and Development Programs. The results will be summarized here, but the reader is again encouraged to refer to the actual responses in the data sets at Appendix 1 for details.

A. Management Advice: In almost every case, the military leaders stated that they, or their peers, had little knowledge of these management systems on entering the civilian organization. For help the military officer must turn to the Civilian Personnel Office(CPO) which is the staff element responsible to administer these programs and to serve as the commander's chief advisor in this area. In the main, both military leaders and civilians had a negative impression of the CPO staff. They are seen as unresponsive, bureaucratic and slow. In all fairness to the CPO, they are probably a group of conscientious individuals who are frequently overworked and saddled with the task of administering a complex set of unpopular rules. In any event, a negative approach will not be productive, and they will certainly respond more readily to the carrot than to the stick. More correctly, they should be approached on a professional basis and without premeditated anger or hostility. In fact, the commander should personally seek to establish a good working relationship with the CPO Director and thereby to gain his personal commitment of support. He should not hesitate to ask for his advice and assistance in the proper use of any of the tools in the civilian management system whenever a serious need exists. However, the commander should not forget that the CPO is a conservative bureaucracy which is centrally directed and quality controlled from OPM (Office of Personnel Management) in Washington. The local office has real constraints on their authority, and consequently, a measure of respect for their procedures and constraints will go a long way to achieving satisfactory results.

On the other hand, no matter how long the CPO staff has been administering to a particular post or agency, they absolutely do not understand the true needs and requirements of the managers whom they serve. For this reason, the commander and his managers must be prepared to explain their specific needs, in detail, to the CPO staff, and they must also be prepared to participate with the CPO in working out a solution to each problem. Patience and most of all persistence are essential to achieving the desired result. If the commander is fortunate he will command his CPO directly, which will understandably equate to much greater responsiveness. If not, it might take a while for the CPO staffer to fully understand the manager's needs and to translate that need into the language of his bureaucracy. In principle, the CPO staff can satisfy almost any management requirement if that need is properly articulated.

B. Learning Civilian Procedures: There are basically three ways that a military leader can become familiar with these systems. All are effective, and which is best depends upon the personality of the individual leader. The CPO can help with all of them. First, the commander can attend some form of formal training. Specific courses are cited in Appendix 1 and will be discussed later in this study. The Office of Personnel Management(OPM) conducts a number of regular courses annually through their training center. If these do not meet specific needs OPM will act as a consultant to organize any type of training that the commander desires, provided he has the funds to pay for it. The second method is self-education. Ask the CPO for the requisite Civilian Personnel Regulations(CPR's) and read them. This is usually a more arduous process, but it will work well for the leader who has the time and energy. Perhaps a better use of the CPRs is to read them selectively to understand and solve specific problems. In either case, the commander needs to consult with the CPO to ensure that his interpretation of the Regulations is consistent with field practice. As with any written codes, the Regulations are subject to interpretation and adjudication by courts and boards. These case determinations qualify the written word and further define the spectrum of application of each rule. Both the CPO and the Counsel can provide guidance in this area. It is imperative that a commander

consult both the Counsel and the CPO prior to beginning any form of adverse proceeding against an employee. Too many commanders act first and later find themselves out on a limb and embarrassed.

The third method is to consult privately with senior civilians to gain perspective on the application of rules, use of awards, promotions, training, punishment and the like. If the commander is new he can consult with senior civilians and the CPO at the next higher headquarters. They certainly will be able to advise on how personnel management has been practiced in the agency in question. Another method is to consult with the senior civilians in his own agency in the form of an Executive Committee or via specific "action" committees, such as an Awards Committee. These formats can be used to outline agency wide policies or to discuss the resolution of specific cases or problems. The key and operative word in all of these approaches is consultation and communication. Personnel management practices are of interest to every employee in the organization, and they are a fundamental part of the housekeeping function of the agency family. Broad acceptance and equity are essential to the overall morale of the employees. Therefore, the commander should never decide these matters on his own, in a vacuum.

C. Subject Areas: To gain some insight into the best method to prepare a military leader for his conversion from a leader of soldiers to a leader of civilian employees the respondents were next asked to share their views on what specific subject areas would be appropriate to include in a precommand training program. The military respondents overwhelmingly cited counselling and performance appraisal methods as their top priority for training. Probably because this single area most directly affects the output and operation of the organization. In second place, and closely aligned with the above, are hiring, discipline and award practices, and in third place the military leaders cited dealing with unions, certainly a foreign subject for anyone who has spent most of his career in purely military units.

The civilians were somewhat less specific in that their first recommendation was for some form of basic supervisor's training or executive level course in civilian personnel management. Several standard courses in this area are offered by OPM and, by the way, they are usually mandatory for new civilian managers. In second place, we find the subject of dealing with unions, probably because they have seen this emerge as an area of great frustration to military leaders, and in third place, the civilians cited the whole area of Management Employee Relations (MER), which includes the sub-topics of human relations, discrimination, Equal Opportunity (EEO) and handling grievances. In all cases, these topics may not be totally foreign to the military leader, but in the federal civilian system the particular rules and procedures associated with each area may be different from military practice. A failure to understand and follow the specific "civilian" procedures necessary to properly adjudicate a case in any of these areas could result in an adverse ruling and embarrassment to the commander, an unnecessary and disruptive eventuality.

A fourth subject area cited by both civilians and military deserves mention, namely, resource and position management. This is an area likely to be totally foreign to a military leader if his experience has been exclusively in tactical units which deal with fixed budgets and TO&E's. In the civilian world these areas are much more flexible and therefore infinitely more important. In fact, one of the commander's prime performance objectives will certainly be to meet specified manpower and dollar constraints which he can directly influence in both day to day operations and in programming for future operations. The management of these assets requires a knowledge of a complex network of formal and informal interactions which can dramatically effect the stability of the organization, its ability to function and the security of individual jobs. In fact, some would argue that in an era of resource constraints this function could easily eclipse all others in terms of its ultimate effect on the organization.

D. Specific Courses: Next, the respondents were asked to cite specific courses that would be most effective in providing the training and development cited as

necessary by both civilians and military in the foregoing discussion. These are cited in Figure 9, below. Not surprisingly, the most frequent response from the military respondents was that they were not aware of specific courses or that they had no time to go. Those that did cite a specific school specified either the Personnel Management for Executives (PME) course or the 40hr Supervisor's Course.

**Name specific schools or courses that are most
effective in providing the required skills.**

- (1) Personnel for Executives(PME)/ 8
- (2) 40hr Supervisor's Course/ 7
- (3) Teach Civilian Management at all Service Schools
- (4) New Civilian Staff College at intermediate level
- (5) Writing job standards/appraisals
- (6) MBA or MPA

Figure 9

Both of these are excellent general overviews of the entire civilian management system. The civilians had an identical recommendation, PME and/or the 40hr Supervisor's Course, depending on the level of the leader, the former being more appropriate for an agency head and the latter for a Branch or Division Chief or someone with absolutely no experience with civilians. Ideally, if an officer has the opportunity for more than one assignment with civilians, he should attend the 40hr Course during his first tour and the PME during a subsequent tour. The civilians also stated that civilian management should be taught in some form at all military service schools to provide awareness and background throughout the military leader's development process.

E. War College Experience: As a concluding question the respondents were

asked whether their perceptions of military leaders had changed in any way during the War College experience. The assumption here is that both the military and civilians, while sharing the common status and experiences provided by the War College, would tend to break down any barriers and prejudices that existed prior to the War College year. For the most part, it does not appear that the War College experience has produced a radical shift in opinions. Several observations are, however, worth mentioning. For example, one military leader stated that he had observed that many of his military classmates, usually those with limited TDA experience, looked down on civilians, and had the preconceived attitude that they were less professional and dedicated than military officers. Another observed that he now realized how much of the Army has not had experience leading civilians, and yet another stated that he could see how ill-prepared the military were to manage civilians.

The civilians were about split in their responses, only about half stated that their perceptions had changed. One civilian stated that he now saw that the majority of military leaders were much more dedicated than he had thought. Another stated that he had come to better understand their role and the system which had shaped their development a lot better during the War College experience. This exposure has made the motives and sensitivities of military leaders easier to understand. Another individual said that he came to realize that the military leaders most often judge value by level of effort and results, rather than by what uniform the individual is wearing. Some civilians apparently feel that the military only recognize the efforts of other military as important or worthwhile. The conclusion here is that while radical changes did not occur, familiarity did not necessarily breed contempt. Rather, familiarity fostered mutual understanding, in contrast to the old adage. Unfortunately, very few civilians presently have the opportunity to attend a year long course such as the Army War College with their military counterparts. This deficiency should be rectified in the near future with the establishment of the Army Civilian Management and Staff College, which will be attended by predominantly civilian middle managers, accompanied by a small percentage of military officers. This

exposure is expected to achieve the same familiarity and understanding which results from the War College experience, but much earlier in the civilian development cycle. The value of increased association, open communications and shared experiences is obvious. This concept should not be ignored. Military leaders and civilians should remember this transformation when they return to their respective organizations and cultural settings and seek to apply it to meetings, seminars and the like to overcome the bias of cultural differences.

VI. CONCLUSIONS AND RECOMMENDATIONS

1. Since 38.3% (484,000) of the total active U.S. Army is composed of civilian personnel, the subject of leading civilian personnel deserves to be investigated. In particular, the question of military leadership of civilian organizations is important in light of a recent DAIG finding that "Army leaders were failing to provide effective leadership to civilians, commanders don't understand the system, and . . . they often aren't willing to learn".
2. Scientific literature on the subject of organizational effectiveness indicates that both leadership style and group norms have a profound effect on productivity and work climate. The military leader and his civilian subordinates are each the product of a distinct group culture. These cultures effect the interaction between the military leader and the civilian organization which he commands. To be effective, the military leader must understand and even adopt the civilian organizational norms before he is fully accepted by the group, a necessary precondition to leading the organization to optimum effectiveness and new norms.
3. Survey findings show that civilians perceive present military leaders as not concerned with the welfare of the civilian workforce. This finding is in contrast to the military responses which indicate a high priority for caring for the workforce. This dichotomy suggests one of two problems: either the military form of caring differs from the civilian expectations, or the military leaders at the War College are different in character (more concerned) from those now commanding civilian

organizations.

4. Poor communications between the military leader and his subordinates was cited most frequently as a major obstacle. This could suggest a cultural difference as the problem. Either the military leader does not feel comfortable with the civilian workforce, or he does not understand the requirement for communications, eg. they may be different than in a military unit.

5. Delegation of authority to civilians for decision making seems to cause problems for the military leader. Data on this finding suggest that the military leader attempts to import the Telling style of leadership, which he used with military subordinates, into the civilian organization. This simply will not work. The civilian organization is a completely different work culture and environment. For several reasons which are covered in the study, considerably more delegation of decision making authority to subordinates is appropriate and necessary to utilize the full potential of the civilian workforce.

6. As for control of the organization, almost all respondents stated that the military leader is the true leader. However, both academic literature and survey findings show that the employees can effectively take away control by going around the leader. It is important for the leader to understand and assimilate the norms and culture of the organization he leads as a precondition to true leadership. Most respondents reported that at present military leaders did not understand this need nor did they understand the civilian work culture and procedures.

7. It is obvious from the above that some form of training program is necessary to tune the military leader to the civilian environment prior to his assumption of command. As cited in the study, the educational format should be suited to the personality of the leader. He can educate himself by reading appropriate Civilian Personnel Regulations. This is arduous and dangerous in that some guidance from an experienced practitioner is needed to "qualify" the written regulations as

to field interpretations and applications. Formal schooling is available, but military leaders do not go. This can be altered through a policy change, and there is strong evidence to suggest that the schooling should be mandatory for the military as it is for most civilians. Finally, the leader can seek advice and counsel from senior civilians as to the "de facto" standards and rules which apply to his specific agency and career fields.

8. Ideally, a senior leader will have more than one opportunity to work in a civilian organization prior to assuming command. A prior assignment as a Captain or a Major will provide experience, the best form of education. During such a tour military officers should be required to attend the 40hr Supervisor's Development Course, with civilians of approximately equal rank. This experience will provide both technical information on the various tools and procedures available. In addition, association with civilian classmates will provide an opportunity to develop understanding, confidence and trust. More senior leaders, Lt.Colonels and Colonels, should attend the Personnel Management for Executives(PME) Course.

9. Consideration must be given to incorporating instruction in management of civilian employees in all military schooling. This is not to suggest that the primary focus should be shifted away from warfighting. However, material on differing work cultures, leadership style and its effect, delegation, setting and enforcing standards, and similar topics covered in this study could be included quite easily into existing curricula. Elective courses covering details of the Civilian Personnel Management System should be offered and encouraged for those officers who are in career fields where the likelihood of civilian command is high.

10. The bottom line is education and self-motivation. Theoretical subjects are appropriate to first alert the military leader to the nature of the problem he faces, and second, technical training is needed to acquire the tools to solve specific problems when they arise. Personal reading, such as the books listed as items 13, 14 and 15 on the attached list of references, can go a long way toward preparing

the leader for the challenges of civilian leadership while filling in the gaps in his experience base and suggesting new techniques and approaches. Ultimately, the officer must motivate himself to accept this new environment and style of leadership. No amount of training can accomplish this for him, and it is probably the single most important element in his preparation for leadership of a civilian organization.

ENDNOTES

1. Department of the Army, U.S. Army War College, Fact Sheet: USAWC Graduation Profile Conclusions (Carlisle: USAWC, 11 February 1988).
2. U.S. Department of the Army, Office of the Inspector General, Executive Summary to the Special Report: Effectiveness of U.S. Army Civilian Personnel Management Practices (Washington: DA, December 1985), p.iv.
3. Major J.E. Wright, Jr., USA, Research Paper: Military Awareness of the Civil Service System (Norfolk: Armed Forces Staff College, 15 April 1976), p.26.
4. U.S. Department of the Army, Leadership and Command at Senior Levels, FM 22-103 (Washington: GPO, 21 June 1987).
5. Fact Sheet: USAWC Graduation Profile Conclusions, February, 1988.
6. George H. Litwin and Robert A. Stringer, Jr., Motivation and Organizational Climate (Boston: Harvard, 1968) , p. 189.
7. Ibid., p. 111.
8. Edgar H. Schein, Organizational Psychology (Englewood Cliffs: Prentice-Hall, 1980) pp.141-182.
9. Isabell Briggs Meyers, Introduction to Type (Palo Alto: Consulting Psychologists Press, 1986) pp.4-6.
10. Ibid.
11. Paul Hersey, Leadership Effectiveness & Adaptability Description (LEAD) Matrix (Center for Leadership Studies, 1983).
12. Wright, p.26.

13. Thomas J. Peters and Nancy Austin, A Passion For Excellence (New York: Random House, 1985).
14. Erwin S. Stanton, Reality-Centered People Management: Key to Improved Productivity (New York: AMACOM, 1982).
15. Bernard L. Rosenbaum, How to Motivate Today's Workers (New York: McGraw-Hill, 1982).
16. Bates, Marilyn and David W. Keirse, Please Understand Me (Del Mar, CA: Prometheus Nemesis Book Company, 1978).
17. Hersey, Paul and Kenneth H. Blanchard, Management of Organizational Behavior: Utilizing Human Resources, 3d Edition (Englewood Cliffs: Prentice Hall, 1977).

APPENDIX 1

APPENDIX 1

"Leading Civilian Personnel" Questionnaire Results

Part I - BACKGROUND(data on individual respondents omitted in this Appendix)

Part II - CHARACTER OF MILITARY LEADERS (commander or immediate supervisor) representative traits, shown by rank and number () of responses:

5 Most(military)

- 1 - Competent (9)
- 2 - Professional (8)
- 3 - Honest (7)
- 4 - Responsible (7)
- 5 - Loyal (4)

5 Most(civilian)

- 1 - Competent (9)
- 2 - Professional(9)
- 3 - Responsible (5)
- 4 - Cheerful (4)
- 5 - Serious (4)

5 Least(military)

- 1 - Polite (7)
- 2 - Ambitious (6)
- 3 - Obedient (5)
- 4 - Intellectual (4)
- 5 - Cheerful (3)

5 Least(civilian)

- 1 - Caring (8)
- 2 - Forgiving (6)
- 3 - Concerned (5)
- 4 - Controlled (4)
- 5 - Helpful (6)

- **CHARACTER OF "IDEAL" MILITARY LEADER** (what should he be like; mark 5 most important 5 least important traits, shown by rank and number () of responses:

5 Most(military)

- 1 - Competent (11)
- 2 - Professional (10)
- 3 - Honest (9)
- 4 - Responsible (7)
- 5 - Caring (7)

5 Most(civilian)

- 1 - Competent (13)
- 2 - Professional(13)
- 3 - Honest (9)
- 4 - Responsible (7)
- 5 - Concerned (6)

5 Least(military)

- 1 - Ambitious (11)
- 2 - Independent (7)
- 3 - Serious (7)
- 4 - Intellectual (6)
- 5 - Polite (5),Cheerful (5)

5 Least(civilian)

- 1 - Independent (12)
- 2 - Ambitious (11)
- 3 - Obedient (9)
- 4 - Serious (7)
- 5 - Controlled (6)

Part III - MEYERS-BRIGGS PREFERENCES (your perceived classification of the commander or your immed. supervisor, based on Meyers-Briggs Type Indicator, see page 7 for added info, circle only one value per line), **↓(military) and ↙(civilian) averaged responses.**

Extraversion . . 6 **↓** . 4 **↙** . 2 . . . 0 . . . 2 . . . 4 . . . 6 . . Introversion

Sensing . . 6 . . . 4 **↓** . 2 **↙** . 0 . . . 2 . . . 4 . . . 6 . . INtuition

Thinking . . 6 . **↓** **↙** 4 . . . 2 . . . 0 . . . 2 . . . 4 . . . 6 . . Feeling

Judging . . 6 . . . 4 **↓** **↙** 2 . . . 0 . . . 2 . . . 4 . . . 6 . . Perceptive

- **"IDEAL" MEYERS-BRIGGS PROFILE** (what should he be like for maximum effectiveness in a civilian organization, same as above)

Extraversion . . . 6 . . . 4 ↓ ↓ 2 . . . 0 . . . 2 . . . 4 . . . 6 . . . Introversion
 Sensing . . . 6 . . . 4 . . . 2 ↓ ↓ 0 . . . 2 . . . 4 . . . 6 . . . INtuition
 Thinking . . . 6 . . . 4 . . . ↓ 2 ↓ . . . 0 . . . 2 . . . 4 . . . 6 . . . Feeling
 Judging . . . 6 . . . 4 . . . 2 ↓ ↓ 0 . . . 2 . . . 4 . . . 6 . . . Perceptive

Part IV - LEADERSHIP STYLE (perception of your military leader's style vs. the "ideal", list % of decisions in each category, reality vs ideal)

	real		ideal	
	Mil	Civ	Mil	Civ
Telling employees what to do	27%	33%	14%	15%
Selling his idea to employees	19%	15%	20%	23%
Participating with employees	22%	12%	27%	22%
Delegating decision to employees	32%	38%	39%	48%

Part V - LEADERSHIP TECHNIQUES (relate to your most recent experience of a military leader in a civilian organization)

a. List the 5 biggest **mistakes/least** effective leadership techniques used by your most recent military leader.(Example: over-supervision, long meetings, too little positive/negative feedback, poor use of job standards, etc.

Military

- 1 - Poor communications (20)
- 2 - No concern for civilians (10)
- 3 - Poor job standards (10)
- 4 - Long meetings, waiting (6)
- 5 - Aloof, rank conscious (5)

Civilian

- 1 - Poor communications (14)
- 2 - No concern for civilians (10)
- 3 - Oversupervision (8)
- 4 - Leader not tech competent (3)
- 5 - Poor use of standards,easy (3)

b. List the 5 **most** effective leadership techniques you have experienced. Take more space on back, if desired, this is important. (Example: open door, frequent counselling, clear job standards, staff visits, social interaction, special type meetings, seminars, etc.)

Military

- 1 - Good/freq communications(29)
- 2 - Caring(24)
- 3 - Use job standards/counsel(8)
- 4 - Delegate(3)
- 5 - Work with unions(1)

Civilian

- 1 - Concern,good environment(19)
- 2 - Good communications(9)
- 3 - Delegate(7)
- 4 - Ask for input/advise(7)
- 5 - Clear mission/standards(5)

c. Cite 5 "**basic rules**" for leading civilians; use more space on back if desired. Concentrate on those which would especially help military leaders. (Example: Discuss performance standards with employee within first 90 days, keep file of good/poor performance for counselling, etc.)

Military

- 1 - Set/enforce standards(27)
- 2 - Have caring attitude(14)
- 3 - Good communications(7)
- 4 - Use civilians in decisions(8)
- 5 - Be/set the example(5)

Civilian

- 1 - Discuss performance freq(15)
- 2 - Use job standards(11)
- 3 - Good communications(10)
- 4 - Be fair, equitable(3)
- 5 - Learn civilian mgt systems(2)

Part V - LEADERSHIP TECHNIQUES (relate to your most recent experience of a military leader in a civilian organization) Responses for military and civilian respondents are listed separately.

MILITARY RESPONSES

(Note: /2,3 etc.= no. of similar responses)

a. List the 5 biggest mistakes/least effective leadership techniques used by your most recent military leader. (Example: over-supervision, long meetings, too little positive/negative feedback, poor use of job standards, etc.)

- (1) Overwork, too intense, over reacting/2
- (2) Poor commo w/employees, acting aloof/6
- (3) Not setting/enforcing standards, no feedback/9
- (4) Can't deal w/stress
- (5) Doesn't recognize/reward people/4
- (6) Long meetings, time management, make people wait/6
- (7) Fail to keep employees informed/5
- (8) Treat them like soldiers
- (9) Avoiding conflict
- (10) No concern for civilian employees/2
- (11) Failure to trust civilians/2
- (12) Too detached, not involved, not team builder/4
- (13) Aloof, rank conscious, egotistical/5
- (14) Too political
- (15) Delegated personnel functions he should do/2
- (16) Poor funding for civilian training
- (17) Dishonest with subordinates
- (18) Poor/no job standards interview/1
- (19) Oversupervised

b. List the 5 most effective leadership techniques you have experienced. Take more space on back, if desired, this is important. (Example: open door, frequent counselling, clear job standards, staff visits, social interaction, special type meetings, seminars, etc.)

- (1) Set/enforce standards, staff visits, customer satisfaction/8
- (2) Good work environment, resolve conflict, inform us/5
- (3) Social interaction, personable, open, visible/7
- (4) Build team spirit, trust, use seminars/7
- (5) Show integrity/positive example, be fair/6
- (6) Caring attitude, open door, help, praise/8

- (7) Frequent counselling, feedback, candid/9
- (8) Involve civilians in decisions/2
- (9) Short meetings/2
- (10) Sense of humor
- (11) Back them up, provide resources, changes, help/3
- (12) Clear guidance, mission, understand details, be competent/5
- (13) Delegate decisionmaking
- (14) Work with labor organizations

c. Cite 5 "basic rules" for leading civilians; use more space on back if desired. Concentrate on those which would especially help military leaders. (Example: Discuss performance standards with employee within first 90 days, keep file of good/poor performance for counselling, etc.)

- (1) Listen, be visible, available/3
- (2) Be patient, understanding/3
- (3) Be firm and decisive, explain unsat performance/6
- (4) Praise, stroke often, in public, caring, fair attitude/5
- (5) Include civilians in decision-making, convey importance, trust/7
- (6) Clarify roles, use standards, keep performance file, explain standards within first 30 days/17
- (7) Recommend for awards/2
- (8) Social contact/3
- (9) Learn civilian system, know rules, do not over-rate/4
- (10) Call JAG prior to any adverse rulings.
- (11) Take advantage of experience
- (12) Recognize differences/2
- (13) Be the example, set high standards, be honest/5
- (14) Be dedicated to the organization/2
- (15) Set, communicate goals
- (16) Provide training opportunity
- (17) Manage, influence CPD to help employees/2

e. Do military leaders have control of the organization; or can civilians wait until they leave or get what they want via technical stovepipes? What areas are most impacted by military leaders? What areas should they control, where are they most effective? Please explain, use more space if needed. (Examples: promotions and selections, awards, office tone, ethical standards, budget decisions, etc.)

- (1) Yes, by setting and enforcing standards and doing homework to be tech competent.
- (2) Yes, set office tone/2
- (3) Yes, but only with support of workers. Impact morale most. Delegate and allow for ownership of goals.
- (4) Yes, civilians respect decisive leader.
- (5) Only if they control CPO.
- (6) Yes, if they learn how to "get employees on-board"
- (7) Yes, military are best at making decisions, poorest at administration.
- (8) When in charge, take charge.
- (9) Yes, use same skills as in military organization.
- (10) Civilians can wait out commander they don't like, radical change can be made through restructuring.
- (11) Civilians can wait out, they can resort to stovepipes, military leaders should concentrate on long term performance, pace, productivity. Leaders should control pay, promotions, productivity and punishment.
- (12) He must set an early track, establish and communicate clear goals, evaluate performance via measurable standards.

f. Do military leaders understand the civilian work culture, their values, standards, professional ethics, history? Is the civilian work ethic different from the military; how so and why? How should a military leader deal with any real or perceived differences? Please explain, use more space if needed. (Examples: working hours, sick leave policy, comp time, overtime, physical training time, etc.)

- (1) They must learn.
- (2) Not completely, work ethic is the same, methods are different.
Officers need to use understanding and patience.
- (3) If they want to, they can. Work ethic is the same. Discuss perceived differences to ensure understanding.

- (4) Yes, don't try to militarize, listen, take advise, civilians are very professional and loyal.
- (5) No, military must learn and follow the rules.
- (6) Differences are in work rules, emphasize job satisfaction, counsel and provide frequent feedback.
- (7) No, civilians do not have committment, no reward for hard work, stay in same job forever.
- (8) Military need to learn and understand the civilian system, it is different. Attend Personnel Management for Executives(PME) course.
- (9) Most military do not know or understand the CPD and civilian personnel systems, therefore they cannot control the workforce which has many, many safeguards.
- (10) We create the perception of differences, civilians are people just like military, we need to learn a few new rules.
- (11) Military leaders should understand but not emphasize the differences.
- (12) Most military do not know the rules of engagement/2

g. Do military leaders seek to become part of (bond with) the organization or do they remain detached and aloof? What techniques should they use to be accepted and trusted by the employees? Please explain.

- (1) They should and can by demonstrating concern, competence and leadership which creates mutual trust.
- (2) Bonding a must, ticket punching image is unacceptable.
- (3) Good leaders bond, communicate and care.
- (4) Should not remain aloof.
- (5) Honesty best technique to bond.
- (6) They should not be aloof, get to know employees, show caring and concern.
- (7) Openness and genuine interest are appreciated.
- (8) Most do, but not as well as with military unit.
- (9) Many are less successful bonding with civilian organizations.
- (10) They should via trust, respect and confidence. They must get involved.
- (11) They should get "out and about", get involved, inspect standards.
- (12) Military leadership works, set and enforce standards, reward and punish. Personal competence and setting the example are very important.
- (13) Involved leaders naturally bond, it's a function of job satisfaction.

h. Do military leaders show trust and confidence in civilian employees? How can they improve, if needed? Please explain.

- (1) Ask for input/advise, give them room to operate, give credit.
- (2) Yes, accept suggestions, do not second guess on everything, relate importance of tasks.
- (3) Good leaders do; communicate, reward, ask for input/help, praise.
- (4) If/when they get to know them well.
- (5) Yes, explain standards, delegate as long as meet standards.
- (6) They should, if earned.
- (7) Be open and genuinely interested in them and job.
- (8) Yes, military need to gain experience with civilian professionalism.
- (9) Not always, because they don't understand the job standard, they fail to communicate.
- (10) Need to do away with a we-they attitude.
- (11) Most military need to establish closer personal relationships with senior civilians.
- (12) No, usually because of inexperience.

i. Do military leaders understand civilian performance appraisal and promotion procedures? How can they improve, if needed? Please explain.

- (1) They must learn, self-education, do homework.
- (2) Somewhat, procedures yes, subjective factors no. More training needed.
- (3) Good leaders do, go over process with employee, don't use as threat.
- (4) Need more study.
- (5) Most do not know how to make Critical Elements work for them, seek CPD help and advise.
- (6) Read Supervisor's Manual, ask CPD for help, it's not hard.
- (7) No, must take time with CPD to learn/2
- (8) No, it's less inflated than our OER system.
- (9) Not as well as they should, talk candidly with senior civilians.
- (10) Generally not, need more education/2
- (11) Yes and no, measurable performance standards are difficult to write.
- (12) Need experience and education, take courses, work the system.

j. Do military leaders understand civilian awards and incentives programs and use them effectively? How and where is improvement needed? Please explain.

- (1) Same as above
- (2) No
- (3) Good leaders do; seek CPO for help and advice, discuss with your boss.
- (4) If they care, they do.
- (5) No, they need training.
- (6) Easier than military awards, use them.
- (7) No, see CPO. Not now distributed fairly, favoritism.
- (8) Takes time and work to understand.
- (9) Usually not, need to teach the system.
- (10) Not all, education is the cure.
- (11) Only with experience and training, civilians understand monetary awards.
- (12) Consult candidly with senior civilians for perspective.
- (13) No, too many awards given for minimum effort.
- (14) No, need training.

k. Do military leaders understand civilian training opportunities and how to use them effectively? Where is improvement needed? Please explain.

- (1) Same as above.
- (2) No
- (3) Weakest area, need to identify requirements, seek CPO help.
- (4) If they care about employees.
- (5) No, needs to be taught at Service Colleges.
- (6) Do semi/annual appraisals, training requirements will fall out. Civilians have more individual responsibility here.
- (7) No, military need to understand career fields.
- (8) No, need training/4
- (9) Yes, make opportunities available.
- (10) Problem is usually dollars.
- (11) Discuss training at first counselling session.

l. What special training do military leaders need prior to assuming command of a civilian organization? Please cite **specific subject areas**. (Example: writing performance standards, unions, manpower management, budgeting, etc.)

- (1) Hiring, discipline, evaluations, awards/8
- (2) Unions/8
- (3) Time & attendance, leave & absence, pay/2
- (4) Writing job descriptions, grade structure/5
- (5) Counselling and performance appraisal systems/15
- (6) Training
- (7) EEO, sexual harassment and complaints/2
- (8) Manpower management/5
- (9) None
- (10) Budget operations/4
- (11) NAF operations for MILCOM commander
- (12) Contract administration
- (13) CPD/3
- (14) PME/3
- (15) Human relations
- (16) Learning how the systems really work/are applied requires candid consultation with senior civilians/2

m. Name specific schools or courses that are most effective in providing the required skills. (Example: Personnel Management for Executives, 40hr Supervisor's Training, etc.)

- (1) Unknown
- (2) No time to go.
- (3) MER, performance appraisal, sexual harassment, interviewing
- (4) No particular course, battalion command experience
- (5) Installation Management Course, Ft Lee for MILCOM/2
- (6) 40hr Supervisor's Course/4
- (7) Not sure/3
- (8) Personnel Management for Executives(PME)/4

n. Have your perceptions of military leaders changed since coming to the War College? If so, please explain how and why have they changed.

(1) No/8

(2) Yes, some look down on civilians and females, usually those with limited experience in TDA organizations. An aloof, total control, militaristic attitude will not work with civilians.

(3) No, people are people, treat them with respect and they will do their best.

(4) Yes, slightly, senior leaders need to delegate more to allow time for introspection.

(5) Yes, I realize how much of the Army has not had to deal with civilians.

(6) They (military) are not well prepared to manage civilians, the system is foreign, they get impatient and blame the employee or the system.

(7) Yes, I believe more care, are sensitive and less egotistical.

o. Comments: (use back or attach additional sheets if desired)

(1) Civilians are not soldiers, they respond more slowly, are not trained to follow orders to the letter. They do respond to good leadership and trust.

(2) Have supervised many civilians, not much different, need to emphasize the similarities rather than the differences.

CIVILIAN RESPONSES

(Note: /2,3 etc.= no. of similar responses)

a. List the 5 biggest mistakes/least effective leadership techniques used by your most recent military leader. (Example: over-supervision, long meetings, too little positive/negative feedback, poor use of job standards, etc.)

- (1) Poor communications, criticism harsh, outbursts/4
- (2) Bypassing chain of command
- (3) Doesn't manage 1st line supervisors
- (4) Order rather than explain/motivate/4
- (5) Too easy with time off, awards, training/2
- (6) Oversupervision, failure to delegate/7
- (7) Not concerned with employee needs, training/3
- (8) No appreciation shown, inconsistent awards/2
- (9) Judge without facts
- (10) Actions racist and sexist
- (11) Playing favorites, politics, one against another/3
- (12) Not competent in tech area/3
- (13) Hold up decisions
- (14) No 1 on 1 counselling, too little feedback/3
- (15) Too little guidance/2
- (16) Ducking responsibility
- (17) Showmanship, temper, intimidation

b. List the 5 most effective leadership techniques you have experienced. Take more space on back, if desired, this is important. (Example: open door, frequent counselling, clear job standards, staff visits, social interaction, special type meetings, seminars, etc.)

- (1) Excellent communications promotes professionalism and conveys concern, open approachable, open door/7
- (2) Ask for input, advise, don't do it all, promote teamwork/7
- (3) Use sports, socials to promote esprit and unit cohesion.
- (4) Create excellent working conditions and satisfying work environment/2
- (5) Give civilians freedom to act, trust them, delegate/7
- (6) Clarify mission, responsibilities, set high standards/5
- (7) Reward success, correct bad performance/4
- (8) Keep meetings to a minimum.
- (9) Treat with dignity, show concern, be personable/5
- (10) High integrity, good example
- (11) Feedback, thanks, concern for development/5
- (12) Keep employees informed/2

c. Cite 5 "basic rules" for leading civilians; use more space on back if desired. Concentrate on those which would especially help military leaders. (Example: Discuss performance standards with employee within first 90 days, keep file of good/poor performance for counselling, etc.)

- (1) Keep employees informed/3
- (2) Seek, promote input from civilian professionals/4
- (3) Provide training, develop & use training plan/4
- (4) Create open and free work environment/4
- (5) Demand quality, reward good performance, don't inflate awards/6
- (6) Treat same as military/2
- (7) Discuss performance standards and performance frequently, give same emphasis as military/11
- (8) Don't treat all civilians the same, judge each on own merit
- (9) Set the example, act promptly/3
- (10) Learn civilian management systems/2
- (11) Don't be aloof, imperial, give orders/2
- (12) Don't oversupervise
- (13) Show appreciation

e. Do military leaders have control of the organization; or can civilians wait until they leave or get what they want via technical stovepipes? What areas are most impacted by military leaders? What areas should they control, where are they most effective? Please explain, use more space if needed. (Examples: promotions and selections, awards, office tone, ethical standards, budget decisions, etc.)

- (1) Yes, but civilians can stall. Most important roles are motivating workers and creating a free and open work environment.
- (2) Use office and power to establish positive climate.
- (3) Yes, usually good organizers, poor executors.
- (4) Civilians can/do wait, military are good organizers and role models. Both military and civilians should be treated alike.
- (5) Most are only concerned with what is in OER form, better ones concentrate on people.
- (6) Yes, should spend time planning and resourcing, setting goals, stay out of details, analysis, operate at the macro level.
- (7) Yes, impact resources most.
- (8) They should not seek to "control" civilians, effort should be cooperative, both sides contribute.

f. Do military leaders understand the civilian work culture, their values, standards, professional ethics, history? Is the civilian work ethic different from the military; how so and why? How should a military leader deal with any real or perceived differences? Please explain, use more space if needed. (Examples: working hours, sick leave policy, comp time, overtime, physical training time, etc.)

- (1) Most lack experience with civilians.
- (2) Some military treat civilians as 2d class citizens. All employees should be treated alike.
- (3) No, civilians are different, not worse. Military must strive to understand differences.
- (4) No, most don't try to learn. Civilian work culture is very different: less rank conscious, more give and take, less concerned with personal image, less worried about failure. Military tend to hide failure rather than fix it.
- (5) Work ethic should be the same, only responsibilities differ, should be an integrated team, work, train, play together.

(6) Military are suspicious at first, work ethics are the same but civilians are less excitable, there are perception problems about work/leave policies, military PT.

(7) No, they do not understand the civilian work culture. Military consider job a 24hr committment, civilians do not, family and other activities are important to them, but civilians do work at home and on weekends when necessary.

(8) Work ethics are different, for civilians job is not total committment, it is only a part of life.

(9) Military need to learn civilian regulations to understand work rules.

g. Do military leaders seek to become part of (bond with) the organization or do they remain detached and aloof? What techniques should they use to be accepted and trusted by the employees? Please explain.

(1) Good ones do. They explain, inform, motivate and give few orders.

(2) They should. If they are sincere they will be accepted and trusted.

(3) Success based on motivation and willingness to learn.

(4) Tend to be aloof. Would be accepted if they relied less on rank, more on competence and experience.

(5) Mature leaders do, some military better than civilians.

(6) They should, just like their first company.

(7) No, they remain a minority and often the workforce does not understand why they are present.

(8) They should and can, visit employees, screen unreasonable requests.

(9) They need to take more time to understand civilian mentality.

(10) Bonding not common or desired in staff jobs, military should develop some outside interests/off-duty camaraderie.

h. Do military leaders show trust and confidence in civilian employees? How can they improve, if needed? Please explain.

(1) Yes, but he must know the job in order to know if it's being done right.

(2) Some. They should delegate more and hold accountable.

(3) Depends on their motivation.

(4) Not all, can improve by learning civilian work ethics and removing barriers.

- (5) Yes, sometimes takes longer to establish.
- (6) Generally, they must to be successful, they must accept a common purpose with civilians, mutual trust.
- (7) No, more communication is necessary to solve.
- (8) Not always, tend to carry past bad experiences forward.
- (9) They must because of hi-tech environment.
- (10) Most do.

i. Do military leaders understand civilian performance appraisal and promotion procedures? How can they improve, if needed? Please explain.

- (1) Only if they have training and most do not make time to go.
- (2) Some do not. They should be simplified and computerized.
- (3) Depends on motivation to learn.
- (4) No, over-inflate ratings, waters down Merit Pay
- (5) Know the regs, talk to CPO
- (6) No, they are different and the military do not interact in that area.
- (7) Not all, but some take the classes and learn.
- (8) Generally they do not, they should take the courses.
- (9) No, military do not understand that civilians must seek another position to advance, performance evaluations are key. Training would help.

j. Do military leaders understand civilian awards and incentives programs and use them effectively? How and where is improvement needed? Please explain.

- (1) Good ones will learn.
- (2) They appear to.
- (3) If motivated.
- (4) No, use rating exclusively, don't appreciate honorary and monetary awards, don't use training as an incentive.
- (5) Not many do, takes effort and training, a course would help.
- (6) No.
- (7) Not all do, personnel (CPO) can/should help.
- (8) The good leaders learn how to use them.

k. Do military leaders understand civilian training

opportunities and how to use them effectively? Where is improvement needed? Please explain.

- (1) Usually not, they need training.
- (2) Need to understand cross-training rules, seek help.
- (3) Only if they have motivation to learn.
- (4) Most don't, need training in career programs and development needs.
- (5) Good leaders learn.
- (6) Not all do, need personal interaction to encourage use.
- (7) Not enough.
- (10) Not understood or appreciated. Civilians need training for development and advancement, supervisors need to advise, funds always a problem.

l. What special training do military leaders need prior to assuming command of a civilian organization? Please cite **specific subject areas**. (Example: writing performance standards, unions, manpower management, budgeting, etc.)

- (1) Standard, basic civilian supervisor's training course/6
- (2) Civilian personnel management/6
- (3) Unions/5
- (4) EEO, human relations, discrimination, MER/5
- (5) Resource and position management/5
- (6) Training and education/4
- (7) How to motivate civilian employees/2
- (8) MBA or MPA

m. Name specific schools or courses that are most effective in providing the required skills. (Example: Personnel Management for Executives, 40hr Supervisor's Training, etc.)

- (1) Teach Civilian Management at all Service Schools
- (2) 40hr Supervisor's Course/3

- (3) Personnel for Executives(PME)/4
- (4) New Civilian Staff College at intermediate level
- (5) Writing job standards/appraisals
- (6) MBA or MPA

n. Have your perceptions of military leaders changed since coming to the War College? If so, please explain how and why have they changed.

- (1) No/3
- (2) Yes, majority are very dedicated, more than I thought.
- (3) Yes, to some extent.
- (4) Yes, most recognize value by level of effort and results vs. uniform.
- (5) No, I have worked with military for past 5 years.
- (6) Yes, I have come to better understand their role and system.

o. Comments: (use back or attach additional sheets if desired)

- (1) Atmosphere must be free to express ideas and suggestions. Training is required to foster good communications. Military personnel must attend civilian management courses. Routine counselling is essential to morale and efficiency.
- (2) AWC leadership tests showed no difference in civilian leadership styles from military.
- (3) Leadership is a learning experience, leading a civilian agency is just as important as leading a Brigade or Corps.
- (4) It would be interesting to give the survey to civilians who have not gone to a Senior Service School.
- (5) Answers are keyed to one individual, makes it difficult to generalize on personality type, etc. Need larger sample.

APPENDIX 2



DEPARTMENT OF THE ARMY
UNITED STATES ARMY WAR COLLEGE
CARLISLE BARRACKS, PENNSYLVANIA 17013-5050



REPLY TO
ATTENTION OF

AWCAA

30 September 1987

MEMORANDUM FOR: ALL STUDENTS, USAWC CLASS OF 1988

SUBJECT: Assessment Data Profile of the Class of 1988

1. The attached handout includes the Class of 1988 aggregate data for all the assessment instruments. The aggregate data is similar to the responses of previous USAWC classes (when common assessment instruments were administered). Remember, the scores on the self-assessment instruments provide only one source of information about you, and thus should be interpreted along with other data or information which you have. This other information comes from many sources--your own observations of how you act in different situations; your record of performance in past jobs; comments you have received over the years from peers, subordinates, superiors, family and friends; and feedback you may receive from your faculty adviser and faculty instructors.

2. If you have any questions concerning the profile, please contact Dr. Herbert F. Barber, Department of Command, Leadership, and Management, Room C-314, or call extension 4329.

FOR THE COMMANDANT:

2 Encls

WILLIAM S. ORLOV
Colonel, Infantry
Secretary/Chief of Staff

AGGREGATE DATA FOR CLASS OF 1988

Number of Responses = 270

PSYCHOLOGICAL TYPE

Percentage of Class

E	44	I	56
S	69	N	31
T	88	F	12
J	79	P	21

PERCENTAGES

ISTJ 32.2	ISFJ 3.0	INFJ 1.9	INTJ 9.0
ISTP 5.6	ISFP .4	INFP 1.1	INTP 2.6
ESTP 3.4	ESFP 1.5	ENFP 1.9	ENTP 4.9
ESTJ 21.3	ESFJ 1.9	ENFJ .7	ENTJ 8.6

TEMPERAMENT STYLE

NF 5.6%	NT 25.1%	SJ 58.4%	SP 10.9%
---------	----------	----------	----------

END

DATE

FILMED

8-88

DTIC